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ABSTRACT

This is the second of two reports focusing on the proceedings and proposed recommendations adopted by the International Labour Conference at its 53rd session. Contained are the reactions of the various governments to the proposed recommendation, as well as altered versions of the proposed recommendation, in English and French. The other report is available in this issue as VT 019 083. (SN)

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REPORT VI (2)

International Labour Conference

FIFTY-FOURTH SESSION

GENEVA, 1970

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Sixth Item on the Agenda

# Special Youth Employment and Training Schemes for Development Purposes

GENEVA
International Labour Office
1970

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**REPORT VI (2)**

**International Labour Conference**

FIFTY-FOURTH SESSION

GENEVA, 1970

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**Sixth Item on the Agenda**

# Special Youth Employment and Training Schemes for Development Purposes

**GENEVA**
**International Labour Office**
**1970**

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## INTRODUCTION

The first discussion of the question of special youth employment and training schemes for development purposes took place at the 53rd (1969) Session of the International Labour Conference. Following that discussion, and in accordance with article 39 of the Standing Orders of the Conference, the International Labour Office prepared and communicated to the governments of member States a report [1] containing a proposed Recommendation based on the Conclusions adopted by the Conference at its 53rd (1969) Session.

Governments were asked to send any amendments or observations they might wish to make so as to reach the Office by 30 November 1969 or to inform the Office by the same date whether they considered the proposed text to be a satisfactory basis for discussion by the Conference at its 54th (1970) Session.

At the time the present report was prepared replies had been received from the following 71 member States: Argentina, Australia, Austria, Belgium, Bolivia, Brazil, Bulgaria, Burma, Burundi, Canada, Central African Republic, Ceylon, Chad, Chile, China, Colombia, Costa Rica, Cyprus, Dahomey, Denmark, Finland, France, Gabon, Federal Republic of Germany, Ghana, Greece, Guatemala, Guyana, Haiti, Honduras, Hungary, Indonesia, Iran, Iraq, Ireland, Italy, Japan, Kenya, Kuwait, Luxembourg, Malawi, Mali, Malta, Mauritania, Mexico, Morocco, Netherlands, New Zealand, Niger, Norway, Pakistan, Poland, Portugal, Rumania, Senegal, Sierra Leone, Singapore, Spain, Sudan, Sweden, Switzerland, Tanzania, Tunisia, Turkey, Ukraine, USSR, United Arab Republic, United Kingdom, Uruguay, Viet-Nam and Yugoslavia.

The first part of this report, which has been drawn up on the basis of the replies from the governments, contains the essential points of observations of either a general nature or relating directly to the provisions of the text submitted to them for examination in Report VI (1); it also contains commentaries on those observations.

The second part contains the English and French versions of the proposed Recommendation, as amended in the light of the observations made by governments and for the reasons set out in the Office commentary; some minor drafting amendments aimed at improving the concordance between the two versions have also been incorporated. If the Conference so decides, this text will serve as a basis for the second discussion of the subject of special youth employment and training schemes for development purposes at the 54th Session.

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[1] ILO: *Special Youth Employment and Training Schemes for Development Purposes*, Report VI (1), International Labour Conference, 54th Session, Geneva, 1970 (Geneva, 1969).

## SUMMARY AND ANALYSIS OF THE REPLIES FROM GOVERNMENTS

The substance of the replies received from the governments of member States with regard to the proposed Recommendation concerning special youth employment and training schemes for development purposes is given below; these replies are followed by brief commentaries.

The Governments of the following 47 member States stated merely either that they had no objections or observations to put forward at the present time or that they considered that the proposed text constituted a satisfactory basis for discussion at the 54th Session of the Conference: Belgium, Bolivia, Brazil, Burma, Central African Republic, Ceylon, Chad, China, Colombia, Costa Rica, Dahomey, Denmark, Gabon, Ghana, Guatemala, Guyana, Haiti, Hungary, Indonesia, Iran, Iraq, Ireland, Italy, Japan, Kuwait, Luxembourg, Malawi, Mali, Malta, Mauritania, Mexico, Morocco, New Zealand, Niger, Pakistan, Poland, Portugal, Rumania, Senegal, Sierra Leone, Singapore, Spain, Sudan, Tanzania, Tunisia, Uruguay and Viet-Nam.

The Governments of the remaining 24 countries (Argentina, Australia, Austria, Bulgaria, Burundi, Canada, Chile, Cyprus, Finland, France, Federal Republic of Germany, Greece, Honduras, Kenya, Netherlands, Norway, Sweden, Switzerland, Turkey, Ukraine, USSR, United Arab Republic, United Kingdom and Yugoslavia) made observations—either of a general nature or relating to the proposed text—the substance of which is reproduced in the report.

The Governments of Denmark and Finland transmitted with their replies the comments of workers' and employers' organisations; these are not included in the present report.

The general observations made by the Governments of Burundi, Finland, France, Sweden, Switzerland and Turkey are summarised below.

### General Observations

#### BURUNDI

While the current problems in developing countries are similar, to some extent, to those which, in the past, led to the adoption of certain international labour standards, programmes aimed at solving them today have different aims and present complex aspects. These programmes should aim at human resources development, taking into account development objectives, and at solving the serious problem posed in many countries by large numbers of unemployed and untrained youth, scarcity of capital and the great need for development projects.

As put forward by the Committee on Youth Schemes, the proposed standards are in many respects unrealistic and of little practical interest for developing countries, although it is the problems and difficulties of these very countries which led to the Conference's concern with the matter.

### FINLAND

Although the proposed Recommendation as such is chiefly important for developing countries it has been considered in Finland with special interest particularly because it serves the cause of world employment.

### FRANCE

The Government, considering that the proposed Recommendation constitutes a satisfactory basis for discussion by the Conference, would merely comment as follows: the work of participants in the special schemes should not result in benefiting any private entrepreneur, directly or indirectly.

### SWEDEN

The proposed instrument is of no current interest to Sweden, but in countries where unemployment is great and training resources are inadequate, schemes of this kind may certainly be of importance to the country as a whole and particularly to the young persons who obtain employment and training through these schemes. Young persons should be provided with such training and practical experience as can be utilised on the labour market upon the termination of the scheme. Simultaneously with work and vocational training young persons should receive general education which would increase their opportunities of working in a changing community.

It is stated in Paragraph 38 of the proposed text in Report VI (1) that a single authoritative body should be established by the competent authority of the member State concerned. In other Paragraphs it is said that the conditions for participation in the scheme should be settled by the competent authority. The Government doubts whether it is always the best solution to establish one single authority responsible for all schemes. The instrument should provide relatively wide possibilities for variations between different countries. If, however, a central authority is to be recommended, amendments to other Paragraphs of the proposed text should be considered so that certain of the tasks which according to the present text would be entrusted to " the competent authority " could be referred to the central authority.

Finally, the Government would like to express the view that the ILO, through appropriate technical assistance activities, should contribute to a satisfactory framing of the schemes. In that connection many of the recommendations embodied in the text should not be considered as conditions for the initiation of schemes but rather as goals to be reached by schemes. The technical assistance activities of the ILO in

this field may also offer possibilities for co-operation with agencies whose technical assistance includes, *inter alia*, volunteer service supported by governments or private organisations.

### SWITZERLAND

The rearrangement of the text to distinguish between special schemes for unemployed or disadvantaged youth, on the one hand, and schemes for youth with training whose service can contribute to the country's development on the other, is felicitous in spite of certain resulting repetitions.

There should be no exception to the rule that participation in special schemes cannot be made obligatory without taking full account of the provisions of the international labour Conventions concerning forced labour and employment policy; in addition, participation should be made obligatory only as an exception and on condition that the necessity for such a measure is recognised by the employers' and workers' organisations concerned.

The instrument should be both precise enough to prevent abuse and to be a valid guide to setting up efficient and useful special schemes and flexible enough to take into account national circumstances and experience gained over the years. The principal aim of all special schemes should be to allow youth, by giving them adequate training, to participate actively in the economic and social development of their country both during and after their participation in a scheme. To achieve this purpose, the element of training should be an integral part of all special schemes. Co-ordination with employment policy is likewise essential.

### TURKEY

While the Government considers the text generally a satisfactory basis for discussion, it feels that implementation of the suggestions contained in the text might encounter difficulties in the developing countries, such as those of finance and the need for well-trained personnel to organise and administer the schemes. These points need to be carefully considered if the conclusions, when adopted, are to be successfully implemented.

## Observations on the Proposed Recommendation concerning Special Youth Employment and Training Schemes for Development Purposes [1]

The General Conference of the International Labour Organisation,

Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its Fifty-fourth Session on 3 June 1970, and

Recalling the provisions of existing international labour Conventions and Recommendations on the training and employment of young persons, in particular the

[1] The observations are preceded by the text of the relevant Paragraph as given in the proposed Recommendation set forth in Report VI (1). Provisions on which no observations are made are not reproduced.

Unemployment (Young Persons) Recommendation, 1935, the Vocational Training Recommendation, 1962, and the Employment Policy Convention and Recommendation, 1964, and

Considering that special youth employment schemes and training schemes designed to give young persons the necessary skills to enable them to adapt to the pace of a changing society, constitute an approach to youth employment and unemployment problems, supplementary to those of existing instruments, and

Noting that the problems which this approach is intended to meet have only come into prominence on a wide scale in recent years, and

Considering that it is important to adopt an instrument setting out the objectives, methods and safeguards of such schemes, in such manner that they would be regarded as fully consistent with earlier international labour standards, particularly those of the Forced Labour Convention, 1930, and the Abolition of Forced Labour Convention, 1957, and

Having decided upon the adoption of certain proposals with regard to special youth employment and training schemes for development purposes, which is the sixth item on the agenda of the session, and

Having determined that these proposals shall take the form of a Recommendation,

adopts this day of June of the year one thousand nine hundred and seventy the following Recommendation, which may be cited as the Special Youth Schemes Recommendation, 1970.

*Observation on the Preamble.*

*Switzerland.* The Government suggests that in the fourth paragraph the present text following the words " to enable them " should be replaced by the following: " to take an active part in the development of their country, constitute one of the means of solving problems of youth unemployment and poor economic and social adjustment." It suggests, moreover, that the words " and are in danger of worsening in the near future " be added after the word " years " in the fifth preambular paragraph.

In the sixth preambular paragraph, the Government suggests that the words "such schemes" be amended to " such special schemes ", and that the second part of this paragraph be amended to read as follows: " in such manner that they would be fully consistent with earlier international labour standards concerning conditions of service, particularly those...".

*Office Commentary.*

The revised wording suggested for the fourth preambular paragraph is undoubtedly a correct statement of fact but would appear to omit the idea that the subject of these schemes is not satisfactorily covered by existing instruments, which is in fact a major reason for proposing the Recommendation. The suggested addition to the fifth paragraph may also be a correct estimation of the future situation but does not seem relevant to the purpose of the paragraph, which is to explain why the subject has not been dealt with previously. The addition of the word " special " in the sixth paragraph would seem to be unnecessary, as it is clear what schemes are being referred to. The last suggestion would involve an important change of nuance

which it would not be appropriate to make on the proposal of one government only.

The preamble has therefore been retained without change.

### I. Nature of Special Schemes

1. (1) This Recommendation applies to special schemes designed to enable young persons to take part in activities directed to the economic and social development of their country and to acquire education, skills and experience facilitating their subsequent economic activity on a lasting basis and promoting their participation in society.

(2) These schemes are hereinafter referred to as " special schemes ".

*Observations on Paragraph 1.*

*Austria.* The Government proposes that the words " or occupational activity " should be added after the words " economic activity " in subparagraph (1). The expression " economic activity " is, in the Government's opinion, too narrow and does not include all possible activities which might be pursued as a service to the community within the framework of special schemes, such as in the health, social and educational fields. In other Paragraphs of the text the words " economic activity " could be replaced by " occupational activity ". This would be appropriate in cases where preparation for future occupational activity is aimed at.

*Switzerland.* The Government suggests a drafting change affecting only the French version of subparagraph (1).

*Office Commentary.*

" Economic activity " is in practice the term used by the United Nations and the ILO to cover wage-earning employment, employment on one's own account or as an unpaid family worker and activity as an employer. It embraces work in the health, social and educational fields and is a more widely accepted expression than " occupational activity ".

Paragraph 1 has therefore been retained unchanged.

2. The following may be regarded as special schemes for the purpose of this Recommendation:

*(a)* schemes which meet needs for youth employment and training not yet met by existing national educational or vocational training programmes or by normal opportunities on the employment market;

*(b)* schemes which enable young persons who have educational or technical qualifications which are needed by the community for development, particularly in the economic, social, educational or health fields, to use their qualifications in the service of the community.

*Observations on Paragraph 2.*

*Australia.* In clause *(b)* the meaning would be clearer if the words " to use their qualifications " were replaced by " to be employed ". Moreover, the word " educational " as used in the third line has a narrower connotation than it has as used in the first line. For this reason, and also because it is doubtful that the list is con-

clusive, the Government proposes that the words " particularly in the economic, social, educational or health fields " be deleted.

*Austria.* Clause *(a)* should read as follows: " *(a)* schemes which meet needs for youth employment and training which cannot be met, in the foreseeable future, by existing...". This would emphasise still more strongly the interim character of employment and training under special schemes, because in the long run there can be only one solution: appropriate economic development and the creation of normal education and training systems for all young persons.

Clause *(b)* should read as follows: " *(b)* schemes which enable, in particular, unemployed young persons ... in the economic, social, technical, educational...". The most important aim of these schemes should be the reduction of unemployment, particularly among educated youth, in certain developing countries.

*Switzerland.* The Government suggests a drafting change affecting the French text only.

*Ukraine.* The Government proposes the addition of a clause *(c)*, as follows: " *(c)* schemes for the retraining of young persons in connection with new requirements and tasks of the economic development of the country."

*USSR.* The Government proposes the addition of a new clause *(c)*, as follows: " *(c)* schemes for the retraining of young persons in connection with new requirements and tasks of the economic development of the country."

*Office Commentary.*

The amendment to clause *(a)* proposed by the Government of Austria goes considerably beyond the position adopted by the Committee on Youth Schemes at the first discussion, and the Office does not feel justified in extending the provision in the absence of support from any other government. Moreover, in many countries these schemes are seen as necessary to deal with immediate problems which cannot wait for " the foreseeable future " (see Paragraph. 3 (2)). As regards the second suggestion of the Government of Austria, while it is true that in some countries special schemes are aimed at reducing unemployment among educated youth, in others they are aimed at enabling qualified young people, who would have no difficulty in finding other employment, to provide some service to the community for a definite period before embarking on other employment.

With regard to the suggestions made by the Government of Australia, the Office believes that the Committee on Youth Schemes felt that it was of specific value to refer to the desirability of these young persons' using their qualifications particularly in the economic, social, educational or health fields; in consequence, the Office considers that it would be advisable to retain this clause as drafted.

The addition suggested by the Governments of the Ukraine and the USSR, introduces a new idea which was not discussed at the 53rd Session and it is thought that many delegations would hold that it would make the definition too broad.

Paragraph 2 has therefore been retained without change.

## II. General Principles

3. (1) Special schemes should be developed within the framework of national development plans where these exist and should, in particular, be fully integrated with human resources plans and programmes directed towards the achievement of full and productive employment as well as with regular programmes for the education and training of young people.

(2) Special schemes should have an interim character to meet current and pressing economic and social needs. They should not duplicate or prejudice the development of regular educational or vocational training programmes nor be regarded as an alternative to other measures of economic policy.

*Observations on Paragraph 3.*

*Bulgaria.* In subparagraph (1), immediately after " Special schemes should be developed within the framework of national development plans ", the following should be added: " taking into consideration the future prospects of social and economic development in the country concerned."

The Government also suggests the addition of a new subparagraph (3) reading: " Special schemes, as also the special training of participants, should provide them with at least a minimum level of general education."

*Federal Republic of Germany.* In order to make it clear that special schemes should not be regarded as an alternative to the development of regular educational or vocational training programmes, the wording of Point 6 (2) of the Proposed Conclusions adopted by the Conference in 1969 should continue to be employed in subparagraph (2).

*Kenya.* The effect of Paragraphs 3 (2) and 18 *(d)* (i) may be to discourage the development of " regular " educational and vocational training programmes within special schemes. The Government sees no reason why a scheme should not incorporate " regular " training leading to a recognised qualification as is the case with the National Youth Service in Kenya.

*Yugoslavia.* The Government suggests the insertion of the following after the first sentence in subparagraph (2): " considering that the essential objective of special schemes is to create auxiliary vocational training opportunities for youth, and that this should not serve private persons' lucrative ends, nor be a way of procuring cheap labour in a situation where there are a sufficient number of qualified workers available." This proposal is made in order to give explicit expression to the fundamental meaning of special schemes. The Government considers it indispensable to eliminate all possibilities of abuse, unfair competition and exploitation of young people by way of special schemes.

*Office Commentary.*

With regard to the first suggestion by the Government of Bulgaria, it seems that the present reference to " national development plans " might suffice, since such plans do, in fact, take account of future development prospects. As regards the

second suggestion, it was the sentiment of the Committee on Youth Schemes at the first discussion that the schemes should not attempt to duplicate the regular educational system in providing a minimum level of general education, and the Office believes that most delegations would accept that Paragraph 17 of the proposed text contains sufficient reference to the need to provide some general education.

The objection of the Government of Kenya appears to arise from the manner in which special schemes are organised in that country; however, many members of the Committee on Youth Schemes at the 53rd Session insisted on the point covered by Paragraph 3 (2), which in any case would not seem to rule out arrangements such as those followed in the Kenyan National Youth Service.

The first part of the proposal made by the Government of Yugoslavia has much in common with the comment made by the Government of France in its general observations; the second half of the proposal is in fact already covered by Paragraph 20 *(d)* of the proposed text. It is clear that the Committee on Youth Schemes had in mind that special schemes should be aimed exclusively at helping young people and the community, and that private individuals should not profit from them. There would seem to be advantage in specifying this and a sentence has therefore been added to Paragraph 3 (2) in the following terms: " They should not be used for the benefit of private persons or undertakings."

6. (1) Participation in special schemes should be voluntary: Provided that, subject to full regard being had to the terms of existing international labour Conventions on forced labour and employment policy, exceptional methods of recruitment may be permitted.

(2) Schemes in respect of which exceptional methods may be so permitted may include—

*(a)* schemes of education and training involving obligatory enrolment of unemployed young people within a definite period after the age-limit of regular school attendance;

*(b)* schemes for young people who have previously accepted an obligation to serve as a condition of being enabled to acquire educational or technical qualifications of special value to the community for development.

*Observations on Paragraph 6.*

*Argentina.* Participation in special schemes should be voluntary and exceptional methods of recruitment should not be authorised, even if they fully respect the provisions of international labour Conventions. The Government considers, rather, that participation should be increased by campaigns designed to encourage young people to join the schemes voluntarily.

*Australia.* Presumably the requirements of Paragraph 6 (1) ensure that the situation covered by Paragraph 6 (2) *(b)* is not one where educational and technical qualifications may be acquired only on condition that the persons concerned participate in these schemes; that is, that there are no alternative methods of acquiring qualifications without participating in such schemes.

As regards subparagraph (1), the Conference Committee's views are notre flected in the revised text. There is a definite difference between not contravening the terms of a Convention and having full regard to its terms. It was the former concept which was included in the Proposed Conclusions and which should be included in the

proposed Recommendation. The Office's contention that the concept of contravention does not make the necessary distinction between States which are, by virtue of ratification, formally bound by the Conventions on forced labour and on employment policy, and those which are not, is not relevant to a decision concerning the standards to be included in this instrument.

A further point is that not only recruitment to, but also the terms of service in, special schemes should not contravene the Conventions relating to forced labour and employment policy.

Accordingly, it is proposed that the provision be reworded as follows: " Participation in special schemes should be voluntary: Provided that, subject to their not contravening the terms of existing international labour Conventions on forced labour and employment policy, exceptional methods of recruitment and participation may be permitted."

As to the over-all construction of Paragraph 6, it is confusing to state a general principle (in this case a most important one) and then to refer to only two types of exceptions which are not clearly defined. The impression may be given that exceptional methods may be permitted in respect of the schemes referred to in subparagraph 6 (2), irrespective of whether or not they are voluntary or are otherwise in conformity with subparagraph 6 (1). For these reasons and also because of the ambiguous meaning of subparagraph 6 (2) *(b)* referred to above, subparagraph 6 (2) should be deleted.

*Austria.* Subparagraph (1) should read as follows: " (1) Participation in special schemes should be voluntary; exceptions should be admitted only in so far as the terms of existing international labour Conventions on forced labour and employment policy are not violated even by States which have not yet ratified these Conventions."

This is to avoid the possibility of such special schemes being used as an easy substitute for an appropriate educational or employment market policy.

*Burundi.* The Government reaffirms its reservations expressed before the Committee in regard to Point 13 of the Proposed Conclusions as amended. Although the number of volunteers at present appears to exceed capacity to absorb them, the Government considers that, in special circumstances, when the national interest so requires, it should be possible to apply the principle of obligatory participation as provided for in the Proposed Conclusions prepared by the Office (Point 13, especially *(b)* and *(c)*) in Report VIII (2) for the 53rd Session. As shown by the Assistant Legal Adviser's explanations, Point 13, as drafted by the Office, and international labour standards on forced labour are not incompatible. The Government regrets the omission of Point 14 of the original Proposed Conclusions submitted by the Office.

*Canada.* The Government proposes the addition of a new clause *(c)* reading as follows: " *(c)* schemes of educational or vocational training undertaken within the framework of compulsory military service or as an alternative to such service."

This, or a similar, amendment would allow within the framework of compulsory military service only educational or vocational training schemes (as distinguished

from " work or service " of a non-military character) and, presumably, would not be in contravention of Convention No. 29 concerning forced labour.

If such an amendment were acceptable, it might be desirable to reinstate in the proposed text Point 14 of the Proposed Conclusions originally submitted to the Conference Committee.

Regarding compulsory schemes, and in order to emphasise their exceptional nature, the Government feels that all possible precautions should be taken to ensure that they do not in any way contravene the letter or the spirit of the Forced Labour Conventions. It suggests, therefore, that the instrument should provide that compulsory schemes might preferably be adopted by legislative rather than administrative measures, and that further consideration should also be given to the advisability of closer supervision by the ILO and more frequent reports on such compulsory schemes, as, in the Government's view, periodic reports under article 19 of the Constitution of the ILO might not be sufficient.

*Chile.* The Government considers that participation in special schemes should be voluntary in order to avoid violations of human rights and, in particular, of Conventions Nos. 29 and 105 concerning forced labour, which might occur with the exceptional methods of recruitment authorised in this Paragraph.

*Switzerland.* In subparagraph (1), the Government suggests the deletion of the word " existing " and the insertion, after " employment policy ", of the phrase " and on condition that the need for obligatory enrolment is accepted by the employers' and workers' organisations concerned "; it also suggests that the phrase " exceptional methods of recruitment may be permitted " be replaced by " participation in certain special schemes may exceptionally be obligatory ".

In subparagraph (2), the Government suggests replacing the introductory phrase by: " Schemes in respect of which participation may be declared obligatory may include:". It also suggests that the word " obligatory " be deleted from clause *(a)* and that, in clause *(b)*, the words " for a definite period " be inserted after the words " an obligation to serve ". A further drafting change affecting the French text only is suggested for the end of the clause.

*Ukraine.* The Paragraph should read as follows:

" 6. (1) Participation in special schemes should be voluntary. However, national legislation may exceptionally provide for compulsory participation in special schemes where the conditions of a country require this for the attainment of its economic and social development aims, subject to full regard being had to the terms of existing international labour Conventions on forced labour and employment policy.

(2) Such schemes may include:

*(a)* schemes aiming at general education and vocational training;

*(b)* [present clause *(a)*];

*(c)* schemes where the participants accept, as a condition of being enabled to acquire educational or technical qualifications, an obligation to serve within the framework of a given scheme after the termination of training;

*(d)* schemes undertaken within the framework of compulsory military service or as an alternative to such service."

*USSR.* The Paragraph should be so formulated as to admit the inclusion in the exceptional methods, when the interests of the country so require, of compulsory participation of young persons in the schemes; the representatives of developing countries drew particular attention to this. The Government suggests the following possible modification of the Paragraph:

" 6. (1) Participation in special schemes should be voluntary. However, national legislation may exceptionally provide for compulsory participation in special schemes where the conditions of a country require this for the attainment of its economic and social development aims, subject to full regard being had to the terms of existing international labour Conventions on forced labour and employment policy.

(2) Such schemes may include—

*(a)* schemes aiming at general education and vocational training;

*(b)* [present clause *(a)*];

*(c)* schemes where the participants accept, as a condition of being enabled to acquire educational or technical qualifications, an obligation to serve within the framework of a given scheme after the termination of training;

*(d)* schemes undertaken within the framework of compulsory military service or as an alternative to such service."

*United Arab Republic.* The Government considers that it might be desirable to change the text of this Paragraph to read as follows:

" Participation in such schemes should be voluntary. However, national legislation might, exceptionally, make it compulsory, where national circumstances require this to realise the aim mentioned in Paragraph 1 of this Recommendation, provided that the programme should be in conformity with its provisions in the following cases:

*(a)* where programmes are being organised within the framework of military or compulsory service, or replace it;

*(b)* when training and educational activities prevail in the programme;

*(c)* when programmes are being designed for youth already having education and technical skills required by society for development purposes."

It also suggests that a new Paragraph be added, reading as follows:

" When participation is on a voluntary basis, participants should have—as much as possible—freedom to choose what they desire from the various activities and the various areas. Their skills and aptitudes should be taken into consideration."

*United Kingdom.* The Government now considers that there may be a case for a reference to schemes associated with compulsory military service and for the indica-

tion of appropriate limitations (e.g. as to length), and safeguards which should be observed where such schemes are introduced.

*Office Commentary.*

This Paragraph covers the point on which the Committee on Youth Schemes at the 53rd Session had the greatest difficulty in reaching agreement, and it is clear from the above observations that there is still a wide range of views.

The Governments of Argentina and Chile propose a solution which was rejected at the first discussion. The observations of the Governments of Burundi and the United Arab Republic reflect a wish to revert to the original Proposed Conclusions submitted by the Office to the 53rd Session, but these also were firmly rejected at the first discussion.

The Governments of Canada, the Ukraine and the USSR suggest texts aimed at meeting to some extent the objections voiced by developing countries at the first discussion. In differing degrees, these aim at making the Paragraph more flexible so that it would embrace a wider range of cases where exceptional methods of recruitment might be used, including certain types of schemes undertaken within the framework of compulsory military service or as an alternative to such service. The Government of the United Kingdom would also countenance some reference to schemes associated with compulsory military service.

The Governments of Australia, Austria and Switzerland, on the other hand, submit texts aimed at making the present provision slightly more restrictive. The Australian Government, among other things, suggests reintroducing the words " not contravening ". This would raise the difficulty referred to in Report VI (1), namely that, in the opinion of the Office the concept of " contravention " arises only in relation to obligations accepted by a Government in ratifying one or other of the Conventions concerned. It was to meet this difficulty that, in the proposed text, the expression " full regard being had to the terms of existing international labour Conventions " was substituted.

The Office is unable, from these various observations, to discern any common feature on the basis of which it could propose changes either of substance or wording in the text. It sees no alternative, particularly in view of the overwhelming majority of governments which accept the text as a satisfactory basis for discussion, to maintaining the present text and suggesting that the governments concerned should, after considering the observations of other governments, reopen discussion in the Conference Committee on the points on which there remains a difference of opinion with a view to producing a text which will be acceptable to a greater number of countries.

In this connection, attention is invited to the suggestion of the Governments of Burundi and Canada that a provision such as that contained in Point 14 of the Proposed Conclusions submitted to the 53rd Session might be reinstated.

## III. Schemes Which Meet Needs for Youth Employment and Training Not Yet Met by Existing National Educational or Vocational Training Programmes or by Normal Opportunities on the Employment Market

### A. *Purposes*

9. As appropriate to national needs and circumstances, special schemes to which this Part of this Recommendation applies should serve one or more of the following specific purposes:

*(a)* to give young persons who are educationally or otherwise disadvantaged such education, skills and work habits as are necessary for useful and remunerative economic activity and for integration into society;

*(b)* to stimulate the interest of young persons in national economic and social development, including agricultural and rural development;

*(c)* to provide useful occupation related to economic and social development for young persons who would otherwise be unemployed.

*Observations on Paragraph 9.*

*Australia.* The Government does not agree that special schemes might be justified for the purpose of Paragraph 9 *(b)* alone. If this purpose is made a separate point, almost any mass scheme for directing the labour of young persons could be justified by arguing that it is intended to stimulate the interest of young persons in national development. This clause should be deleted or, alternatively, it should clearly indicate that it may be a consideration supplementary to either clause *(a)* or clause *(c)* but not a justification for a scheme on its own.

*Austria.* The Government refers to its observations on Paragraph 2 *(a)* and suggests that the title of Part III should be amended to read: " Schemes which... and training which cannot be met, in the foreseeable future, by existing...".

The Government suggests, furthermore, that clause *(a)* of this Paragraph should read as follows: "*(a)* to give young persons who are educationally disadvantaged ...as are necessary for useful economic activity and for occupational integration." From the other provisions of the Recommendation, e.g. clause *(b)*, of this Paragraph, it follows that young persons should be interested also in less " remunerative occupations ", as, e.g. in agricultural, educational, and social occupations; the words " and remunerative " should therefore be deleted. Furthermore, an excellent specialised training is hardly possible, and not envisaged, within the framework of special schemes. Moreover, emphasis should be given to occupational training and integration, which implies integration into society.

*Finland.* The Government proposes that clause *(c)* should read as follows: " to provide young unemployed persons with such occupation as will ensure them employment opportunities, taking into account economic and social development as a whole."

*Switzerland.* The Government suggests that the phrase " and to give them a better understanding of the role they can play in it " be added at the end of clause *(b)*.

*Office Commentary.*

At the first discussion, the only comment made on clause *(b)* related to what was considered an overemphasis in the original Proposed Conclusions on " agricultural and rural development ". On that occasion no opinion was expressed that the clause was too broad. Deletion of this clause would seem inadvisable as it covers what is, in practice, a common purpose of schemes of the type covered by Part III.

Two of the points raised in the observation by the Government of Austria have already been dealt with in the Office commentaries on Paragraphs 1 and 2. A change has been made in the German text to take account of the observation regarding the adjective " remunerative " as translated in that text; this does not affect the other versions.

The addition to clause *(b)* suggested by the Government of Switzerland is a correct statement of one of the purposes of this type of scheme, but this purpose is, in the opinion of the Office, inherent in the present wording, and this would appear to suffice in a Paragraph designed to describe briefly the types of scheme which are to be dealt with in Part III.

The revised wording of clause *(c)* proposed by the Government of Finland would not seem to introduce any substantial change of meaning or clarification of the sense of this clause.

Paragraph 9 has thus been retained without change.

10. The essential elements of every special scheme should include the safeguarding of human dignity, the development of the personality and of a sense of individual and social responsibility and the improvement of the educational and vocational qualifications and the work experience of participants.

*Observations on Paragraph 10.*

*Federal Republic of Germany.* In order to underline that the safeguarding of human dignity, the development of the personality and of a sense of individual and social responsibility are also essential elements of the special schemes dealt with in Part IV, this Paragraph should be included in Part II " General Principles ".

*Netherlands.* The Government considers that Paragraph 10 should be placed in Part II " General Principles ", since it does not apply only to the young people grouped under Part III.

*Office Commentary.*

The point raised by the Governments of the Federal Republic of Germany and the Netherlands was considered when the text was being rearranged with a view to distinguishing more clearly between the two major categories of special schemes, and the conclusion was reached that the principles stated in this Paragraph as it was finally worded would apply in practice only to the schemes dealt with in Part III. If it is desired to insert a general principle covering certain of the points which would be applicable also to schemes dealt with in Part IV, considerable changes in the text

would be needed, with the possible risk of losing points which are of special value in relation to the schemes dealt with in Part III.

Paragraph 10 has been retained without change.

### B. *Participation*

11. In selecting young persons to participate in special schemes, selection methods should be employed which ensure that the following are taken into account:

*(a)* age, and education, training and work experience if any, in relation, according to the nature of the scheme, to the aim of extending the opportunities of disadvantaged young persons, to ability to benefit from the scheme and to ability to contribute to the scheme;

*(b)* mental and physical aptitude for the tasks to be performed, both as a participant and subsequently;

*(c)* the extent to which the experience to be acquired in the scheme is likely to enhance the further opportunities of the young persons concerned and their potential usefulness in social and economic development.

*Observations on Paragraph 11.*

*Argentina.* The Government considers that a test of general culture would be appropriate in order to form homogeneous groups of participants.

*Austria.* In clause *(a)*, after the word " training " the word " interests " should be inserted. In the selection of young persons their interests should, as far as possible, be taken into consideration in order to obtain maximum success in the implementation of schemes.

*Finland.* Clause *(b)* should be amended to read as follows: " mental and physical aptitude for the education and training provided and for the tasks to be performed subsequently."

*Greece.* The Government considers that psychotechnical methods are necessary to examine the aptitudes and interests of the candidates. The selection methods employed should, moreover, take the interests as well as the aptitudes of the candidates into consideration.

*Office Commentary.*

With regard to the suggestion of the Government of Argentina, in practice few schemes have the resources, or deem it necessary, to set a test of general culture, and it does not seem that the Committee on Youth Schemes envisaged anything more elaborate than a simple check of the educational level reached; moreover, it is not always regarded as essential that groups should be homogeneous, indeed in some countries an advantage is seen in mixing participants of different cultural origins and levels.

With regard to the suggestions of the Governments of Austria and Greece, there may be occasions in which it is appropriate to take the interests of candidates into consideration, but in many cases these interests have not yet been formed, or are not realistically related to the employment opportunities likely to be available; in fact,

one of the purposes of this type of scheme, as proposed in Paragraph 9 *(b)* is precisely to stimulate these interests. Few of the developing countries operating these schemes have psychotechnical services, and those which have them are normally required to concentrate their attention on selection for more highly skilled or specialised regular vocational training.

With regard to the suggestion of the Government of Finland, it is considered that aptitude to perform the tasks should in practice be the determining factor; the question of individual suitability for training is covered in clause *(a)*.

Paragraph 11 has therefore been retained without change.

13. Special schemes should allow as large a number of young persons as possible to transfer to normal economic activity or to regular educational or vocational training programmes and the period of participation should accordingly be limited.

*Observation on Paragraph 13.*

*Austria.* The words " economic activity " should be replaced by " occupational activity " (see the observation on Paragraph 1 (1)).

*Office Commentary.*

See the Office commentary on the observations on Paragraph 1.

C. *Content of Special Schemes*

15. The content of special schemes should be adapted to and may vary, even within one scheme, according to the age, sex, educational and training level and capacities of the participants.

*Observations on Paragraph 15.*

*Argentina.* The Government does not consider it appropriate to vary the content of special schemes within the same general scheme, but the duration of the training may be modified.

*Austria.* The Government suggests that this Paragraph should read as follows: " The content of special schemes should be adapted to the age, sex, educational and training level and capacities of the participants and should be determined by the competent government authorities having regard to existing conditions." A substantial modification of the content of a special scheme could possibly lead to a completely new scheme. In such a case it would be more reasonable from the outset to establish an appropriate scheme.

*Greece.* The Government considers that the participants' interests should also be included.

*Office Commentary.*

It is not quite clear from the observation of the Government of Argentina what revised wording is suggested.

The observation of the Government of Austria aims at adding precision to the text, but it is considered that the additions suggested are already understood from the present text.

As regards the observation of the Government of Greece, reference is made to the Office commentary on the observations on Paragraph 11.

In these circumstances Paragraph 15 has been retained without change.

16. All special schemes should include a brief initial period for—

*(a)* instruction in matters of importance to all participants, such as, in particular, general safety and health rules and the detailed regulations governing activities under the scheme;

*(b)* accustoming participants to the conditions of life and work under the scheme and stimulating their interests;

*(c)* ascertaining the participants' aptitudes with a view to placing them in the type of activity best corresponding to these aptitudes.

*Observation on Paragraph 16.*

*Norway.* The Government proposes the addition to both this Paragraph and Paragraph 24 of the following new clause *(d)* " information with respect to employers' and workers' organisations and the part they play in the life of the community. This information ought to be given by representatives of the organisations."

*Office Commentary.*

In the first discussion, it was decided to limit reference to this subject to the wording which appears at the end of Paragraph 17, and the Office believes that most countries will continue to find this reference sufficient.

The provision has therefore been retained without change.

17. Participants in special schemes should be provided, as necessary, with a complement of general education and civic education related to their needs and to the social and economic needs and aspirations of the country and should be informed of the characteristics of representation and negotiation through trade unions established on a voluntary basis.

*Observations on Paragraph 17.*

*Argentina.* The Government considers it useful to give participants, as necessary, a complement of general education and civic education, in a way that does not affect the length of the course.

*Austria.* The participants in special schemes should be informed not only of the characteristics of representation and negotiation through trade unions established on a voluntary basis but generally of the organisation and the tasks of bodies representing the interests of employers and workers. Therefore, the end of this Paragraph should be reformulated as follows: ". . . aspirations of the country, including the regulations concerning the organisation and the tasks of the bodies representing the interests of employers and workers as appropriate in the country concerned."

*Cyprus.* This Paragraph is acceptable, provided that measures should be taken to avoid the danger of indoctrination for any purpose or other.

*Office Commentary.*

With regard to the observation of the Government of Austria, it would not seem desirable at this stage to alter wording which was adopted at the 53rd Session after considerable discussion followed by a vote.

The observation of the Government of Cyprus points to a possible danger of which many members of the Committee on Youth Schemes were aware. However, it seems difficult to find an acceptable wording which would provide a safeguard against this possible danger or to determine, in a given situation, whether there is " indoctrination " or not and the Paragraph has therefore been retained without change. The Committee may, nevertheless, wish to discuss this aspect once more.

18. Special schemes designed, in whole or in part, to provide young persons who have limited opportunities with the skills necessary for useful economic activity should—

*(a)* concentrate on preparing participants for occupations in which they are likely to find opportunities for useful work, while giving fullest possible consideration to their occupational preferences;

*(b)* provide participants with a sound basis of practical skills and related theoretical knowledge;

*(c)* take account of the potential role of participants as a stimulating influence on others, and give them the qualifications necessary for such a role;

*(d)* facilitate and, as far as possible, ensure—

(i) transition to regular educational or vocational training programmes or to other special schemes for further education or training, particularly of those showing special abilities; or

(ii) transition to normal economic activity, in particular by measures designed to ensure the acceptability of the qualifications of participants in subsequent economic activity.

19. Special schemes designed, in whole or in part, to involve young persons in economic or social development projects should—

*(a)* include training, at least to the extent of providing full training as required for the work to be undertaken, and training in relevant health and safety measures;

*(b)* aim at developing good work practices;

*(c)* employ participants, where possible, in fields for which they show aptitude and have some qualification.

*Observations on Paragraphs 18 and 19.*

*Austria.* In Paragraph 18 *(d)* (ii), the words " economic activity " should be replaced by the words " occupational activity ".

*Finland.* The Government proposes that Paragraph 18 *(a)* should run as follows: " prepare participants for occupations in which they are likely to find opportunities for economically productive work, while giving consideration to the occupational aptitudes of young persons."

*Switzerland.* The Government suggests that in Paragraphs 18 and 19 the phrase " in whole or in part " be replaced by " essentially ".

It further suggests reversing the order of subclauses (i) and (ii) in Paragraph 18 *(d)*, together with a drafting amendment to the French version of subclause (ii).

*Office Commentary.*

The point raised by the Government of Austria has been dealt with in the Office commentary on Paragraph 1.

The revised wording suggested by the Government of Finland seems to contain two major points: replacement of the concept of " useful work " by that of " economically productive work ", and that of " occupational preferences " by that of " occupational aptitudes ". In the present employment situation in many developing countries, it would seem satisfactory if the training leads to work which is " useful " to the participant and the community, without insisting that it should be " economically productive ". As regards the second point, it is considered that the question of relating schemes to the aptitudes of participants is already sufficiently covered in Paragraphs 11 and 15, and that the Committee on Youth Schemes saw value in referring here to " preferences ".

The first observation of the Government of Switzerland is open to the objection that it would make the schemes dealt with in these two Paragraphs appear as mutually exclusive, whereas in practice many schemes are a combination of the two. As regards the second observation, while it is agreed that transition to normal economic activity may be the more frequent, and in some ways the more important, of the two objectives, it seems, both from a logical and a chronological point of view, better to refer to training before employment. However, a closer examination of the interrelationship of these two subclauses reveals that they should not be presented as alternatives, since in certain cases both forms of transition may be required. The word " or " has therefore been removed from the text of Paragraph 18, the provision remaining otherwise unchanged.

20. Criteria for selecting work projects for the special schemes referred to in Paragraph 18 should include the following:

*(a)* potential contribution to expansion of economic activity in the country or region and, in particular, to expansion of subsequent opportunities for the participants;

*(b)* training value, with particular reference to occupations in which participants are subsequently likely to find opportunities for useful work;

*(c)* value as an investment in economic and social development and economic viability, including costs in relation to results;

*(d)* need for special means of action, implying in particular that the work of participants will not be in unfair competition with that of workers in normal employment.

*Observations on Paragraph 20.*

*Austria.* In Paragraph 20 *(a)*, the words " economic activity " should be replaced by the words " the economy ".

*Switzerland.* The Government suggests reversing the order of clauses *(b)* and *(c)* and that the present clause *(b)* should read as follows: " training value, with particular reference to occupations where opportunities will be open to participants."

*Office Commentary.*

As regards the observation of the Government of Austria reference is made to the Office commentary on the observations on Paragraph 1.

The observation of the Government of Switzerland does not indicate the reasons for proposing this change of sequence; in the view of the Office, the sequence adopted at the first discussion appears to constitute a fair and acceptable order of priorities in the criteria which would be applied. With regard to the suggested rewording of clause *(b)*, it may be observed that, at the stage of selecting work projects, it is difficult to be certain that specific occupations " will be " open, and it seems more realistic to retain the present wording.

Paragraph 20 has therefore been retained without change.

### D. *Conditions of Service*

21. The conditions of service should comply at least with the following standards:

*(a)* the duration of service should not normally exceed two years;

*(b)* certain grounds, such as medical reasons, or family or personal difficulties, should be recognised as justifying the release of participants before the expiry of the normal period of service;

*(c)* the hours spent in a day and in a week on productive work and training should be so limited as to allow sufficient time for education and for rest as well as leisure activities;

*(d)* in addition to adequate accommodation, food and clothing as may be appropriate to the nature of the special scheme, participants should receive a payment in cash and be offered the opportunity and incentive to accumulate some savings;

*(e)* in special schemes with a duration of service of one year or more, participants should be granted an annual holiday, where possible with free travel to and from their homes;

*(f)* as far as possible, participants should be covered by social security provisions applicable to persons working under normal contracts; in any event there should be arrangements for free medical care of participants and for compensation in respect of incapacity or death resulting from injury or illness contracted in the special scheme.

*Observations on Paragraph 21.*

*Bulgaria.* In Paragraph 21 *(f)* the words " as far as possible " should be replaced by " obligatorily ". The following should be added at the end of this clause: " including after the end of service, when there is a relationship of cause and effect between participation in the scheme and illness following the end of service."

*Burundi.* The Government reserves its position on this Paragraph and on Paragraph 36. It regrets the adoption of provisions aimed at imposing the grant of various social benefits and social security benefits, since developing countries do not have the means of providing them. The purpose of mobilising young people and integrating them into economic activity is to accelerate the economic and social

development of these countries, so that they can increase the resources on which the capacity to promote welfare and social security depends.

However, although the employment and training relationship envisaged in the instrument does not form an employer-worker relationship in the normal sense, legislation concerning minimum age for admission to employment, hours of work, night work and employment of women and children should apply.

The duration of service should not necessarily be limited to two years, since, in some cases, participation in schemes could be combined with attendance at an educational institution. Determination of the length of service should be left to the discretion of the competent authorities taking into account the technical and occupational requirements and long- and short-term objectives of the schemes.

The provision of accommodation is not necessary in all cases; board and lodging should suffice when participants do not lead a communal life. The holidays to be granted should not be with pay. The application of social security should be deferred until young people are covered by a normal contract of employment or apprenticeship.

*Finland.* The Government proposes the following revised wording for clauses *(d)*, *(e)* and *(f)*:

" *(d)* participants should receive a payment in cash corresponding to their performance of work;

" *(e)* in special schemes with a duration of service of one year or more, participants should be granted an annual holiday with free travel to and from their homes;

" *(f)* participants in special schemes should be covered by social security provisions applicable to persons working under normal contracts."

*Norway.* In Paragraph 21 *(e)*, the words " with pay " should be added immediately after the words " an annual holiday ".

*Office Commentary.*

The observations of the Government of Burundi illustrate very clearly the difficulties which many developing countries would have in complying with costly standards. They also illustrate why the Committee on Youth Schemes at the first discussion rejected the provisions concerning holidays with pay and free travel and mandatory social security at present suggested by the Governments of Bulgaria, Finland and Norway.

Clearly, a compromise has to be sought between what would be ideally desirable, and what developing countries can afford. None of the above observations would appear to justify altering the compromise arrived at during the first discussion. This is, however, a subject which the Committee will no doubt wish to reconsider.

As regards the proposal made by the Government of Finland in respect of clause *(d)*, it did not appear to be the wish of members of the Committee on Youth Schemes to relate payment to output, nor was this done in the Unemployment (Young Persons) Recommendation, 1935 (No. 45), with which the current text should be generally consistent. Moreover, the Committee attached special importance to the opportunity and incentive to save. The existing text has therefore been retained.

E. *Selection and Training of Staff*

. . . . . .

23. (1) In the selection of staff, emphasis should be placed not only on satisfactory qualifications for and experience in the work to be performed but also on understanding of young persons, on qualities of leadership and on adaptability.

(2) All sources of possible recruitment of staff should be explored, including the possibility of encouraging participants in a special scheme who have shown qualities of leadership to prepare themselves for staff positions.

*Observations on Paragraph 23.*

*Australia.* Where participants in a special scheme are encouraged to take staff positions, care needs to be taken to ensure that the staff of special schemes generally are not without experience of regular employment.

*Switzerland.* The following rewording of subparagraph (2) is suggested: " In the selection of staff, all sources of possible recruitment should be explored; account should be taken of participants in a special scheme who have shown the required qualifications."

*Office Commentary.*

As regards the observation by the Government of Australia, it is agreed that, in many cases, it would be valuable for some members of the staff to have experience in regular employment outside the scheme, but it does not seem necessary to insist on this as an essential requirement in all cases; in some countries, experience shows that ex-participants who have worked only within the schemes do in practice make good supervisors.

The observation of the Government of Switzerland would not appear to make any significant change in the meaning of the subparagraph concerned.

Paragraph 23 has therefore been retained without change.

24. Training of supervisory and other technical staff should include, in addition to such instruction in vocational specialities as may be necessary, at least the following:

*(a)* training in instruction techniques, with particular emphasis on those used in training young persons;

*(b)* basic instruction in human relations, with special reference to motivation and work attitudes;

*(c)* training in work organisation, including the assignment of duties according to the abilities and training level of participants.

*Observation on Paragraph 24.*

*Norway.* See the observation on Paragraph 16.

*Office Commentary.*

Reference is made to the Office commentary on the observations on Paragraph 16.

F. *Assistance to Participants for Their Occupational Future*

. . . . . .

30. Assistance, wherever possible through existing institutions, to former participants who establish themselves on their own account, or as members of a group, might include—

*(a)* promotion of access to credit, marketing and saving facilities;

*(b)* continuing contact to provide encouragement and necessary technical managerial advice;

*(c)* in the case of co-operatives, financial and administrative aids as provided for in the Co-operatives (Developing Countries) Recommendation, 1966.

*Observation on Paragraph 30.*

*Bulgaria.* The Government proposes that a new clause *(a)* be inserted, reading: " *(a)* the obligation of the State, through the proper bodies, to ensure their access to services in a planned manner "; the present clauses *(a)*, *(b)* and *(c)* would thus become clauses *(b)*, *(c)* and *(d)*, respectively. The essential role reserved for the State in aiding participants in special schemes is an important guarantee for their work. Planning the way in which this role is undertaken will result in greater efficiency and closer conformity with the actual social and economic conditions of each country.

*Office Commentary.*

It is not appropriate to include mandatory provisions in a Recommendation. In practice, when the time comes for a government to apply the provisions of the Recommendation, it is expected that it will assume responsibility for promoting the access of participants to the services needed, and the intention of the Bulgarian Government therefore seems likely to be achieved. Moreover, Paragraph 3 (1) already recommends that schemes should be developed within the framework of national development plans and be fully integrated with human resources plans; it follows that the action recommended in subsequent Paragraphs should be carried out in a planned manner.

Paragraph 30 has thus been retained without change.

## IV. Schemes Which Enable Young Persons Who Have Educational or Technical Qualifications Which Are Needed by the Community for Development to Use Their Qualifications in the Service of the Community

*Observations on Part IV as a Whole.*

*Burundi.* See the observations on Paragraph 21.

*Office Commentary.*

The observations of the Government of Burundi have been commented on in connection with Paragraph 21.

In the absence of other observations, the text of Paragraphs 32 to 37 has been retained without change.

## V. Administrative Arrangements

38. A single authoritative body at the national level should be established by the competent authority of the member State concerned; this body should have the responsibility for ensuring the direction and co-ordination of all special schemes.

39. This body should as far as possible include, in addition to government members, representatives of workers', employers' and youth organisations so as to ensure their active participation in the planning, operation, co-ordination, inspection and evaluation of the special schemes.

40. In the performance of its task this body should, as necessary, consult voluntary agencies and authorities responsible for such relevant fields as labour, education, economic affairs, agriculture, industry and social affairs.

41. The active participation of local authorities should be sought in relation to the choice and implementation of projects within the framework of special schemes.

42. When establishing special schemes, sufficient financial and material resources and the necessary competent staff should be provided to ensure their full implementation. In this connection particular attention should be given to ways in which the schemes could generate their own sources of income.

43. Provision should be made for the systematic inspection and auditing of special schemes.

44. Organisation at the local level should be such as to train and encourage the participants gradually to take a share in the administration of their scheme.

*Observations on Paragraphs 38 to 44.*

*Australia.* There is no obvious reason why there should be a single authoritative body at the national level to direct and co-ordinate all special schemes. Indeed, in view of the differences between the two sorts of schemes referred to in Paragraph 2, there may be a case for having separate directing and co-ordinating bodies for each type of scheme. In some countries purely regional organisations might be appropriate. Moreover, the Government doubts that the establishment of a single authoritative national directing and co-ordinating body can avoid fostering a tendency for special schemes to be converted into ordinary schemes, particularly when, as is provided in Paragraph 42, " particular attention should be given to ways in which the schemes could generate their own sources of income". It is most important that these schemes be recognised as being special schemes with an interim character. The contents of Part V give the impression that these schemes are to have a lasting existence. For this reason, the Part should be deleted.

If this Part is, however, retained, provision should be made for co-ordination of the activities of authorities administering special schemes and the general authority responsible for regular training schemes.

*Bulgaria.* The Government proposes that the following phrase should be added at the end of Paragraph 41: " and they should collaborate actively with local youth organisations or with local authorities on youth problems." Thus, special schemes will be in full conformity with the real needs of youth.

*Canada.* The Government assumes that in the case of a federal State Paragraph 38 might apply to the component units of such a State.

The Conference Committee rejected the original proposal of a " single authority at the national level " which, the Government understood, would be a governmental body that would be assisted by an advisory board composed of interested parties. Instead, the Conference Committee adopted " a single authoritative body " which should include as far as possible representatives of workers', employers' and youth organisations, in addition to government members. However, the Government still favours the original proposal and suggests that this point should be reviewed during the second discussion.

*Cyprus.* As regards Paragraphs 38, 39 and 40, it would be preferable if the role of employers', workers' and other interested organisations remained, as in the original text, merely advisory for reasons of greater efficiency.

*Honduras.* The idea, contained in Paragraph 38, of institutionalising a single body to co-ordinate all special schemes is commendable. However, account must be taken of the fact that special employment and training schemes are implemented within the national framework in accordance with the policy or policies adopted by each member State, in accordance with their financial resources and through bodies which are already in existence and which operate at different levels of the administration. For this reason the Government is of the opinion that the creation of new bodies should be left to the discretion of each member State and suggests that the words " so far as possible " should be added at the beginning of the Paragraph.

*Norway.* The Government would like to raise the question of whether the text might contain provision for establishing tripartite bodies to be consulted by the state authorities concerned in matters relating to the establishment and implementation of the measures provided for in this Recommendation.

*Sweden.* See the General Observations.

*Ukraine.* The Government proposes that the following be added at the end of Paragraph 39: " and also in the working out and realisation of measures for the further development and improvement of the system for the upgrading of the qualifications of persons employed in the training of youth within the framework of special schemes."

The Government also suggests that Paragraph 42 should be worded as follows: " 42. When establishing special schemes, sufficient financial and material resources and the necessary competent staff should be provided through government and the employers to ensure their full implementation. In this connection, a definite role should be played by ways in which the schemes could generate their own sources of income."

*USSR.* At the end of Paragraph 39 the following should be added: " and also in the working out and realisation of measures for the further development and improvement of the system for the upgrading of the qualifications of persons employed in the training of youth within the framework of special schemes."

Paragraph 42 envisages the financing of special schemes mainly through the generation of their own sources of income. It appears unjust to leave the employers

free of any financial obligation towards the realisation of such schemes. As special schemes are of interest to the State as well as to workers and employers, the question of making employers contribute to the financing of such special schemes should be envisaged. The Government therefore suggests that the Paragraph be worded as follows: " 42. When establishing special schemes, sufficient financial and material resources and the necessary competent staff should be provided through government and the employers to ensure their full implementation. In this connection, a definite role should be played by ways in which the schemes could generate their own sources of income."

*Yugoslavia.* The Government proposes to add the following at the end of Paragraph 38: " it being understood that such bodies can also be organised at the level of the constituent units of a federation." The Government is of the opinion that, in this way, the problem of federal countries can be solved. This is especially true when it is borne in mind that the need for special schemes may exist only at the level of the constituent units of the federation.

The Government also suggests the inclusion of the following after the first sentence in Paragraph 42: " The participation of economic and social organisations in the financing of the schemes should be ensured, and ways in which the schemes could generate their own sources of income should be determined." This modification is designed to express more vigorously the interest of the economy and other social factors of development in financing.

*Office Commentary.*

It is considered that there are sufficient precedents for the appropriate interpretation of terms such as " at national level " to cover the constituent units of federal States such as Canada and Yugoslavia.

It seems doubtful whether the first suggestion of the Government of Australia that the entire Part V be deleted would meet with general support. However, it is clear from several of the above observations that there is concern both that the present text leaves some ambiguity concerning the role of governments, workers', employers' and youth organisations and that Paragraph 38 may be too rigid. In particular, the Governments of Canada, Cyprus and Norway feel that the organisations should have an advisory role only. However, the present wording was only arrived at after considerable debate and it seems unwise to anticipate what changes might now be acceptable to the majority at the second discussion.

The suggestion by the Government of Australia that mention should be made here of co-ordination with the general authority responsible for regular programmes of training is of interest; however, Paragraph 3 (1) already specifies that schemes should be fully integrated with regular programmes for the training of young people, and it is assumed that each country will make arrangements for such integration in the light of its own national situation. Paragraph 40 also lists examples of authorities which should be consulted.

As regards the observation by the Government of Bulgaria, Paragraph 41 was envisaged largely in connection with the selection of work projects under Paragraph 20, and in that context it was held that the local authorities would be the most suitable bodies to mention. Youth organisations are mentioned in Paragraph 39 and it would appear to follow that, where they have suitable local groupings, these, too, would be brought into consultation where necessary.

With respect to the observations of the Governments of the Ukraine and the USSR relating to Paragraph 39 the Office considers that the planning and implementation of the training of supervisory and training staff of the schemes would be understood as being covered by the words " planning, operation, co-ordination, inspection and evaluation ". In regard to the observations of the same Governments as regards Paragraph 42, suggesting that employers should provide resources for the implementation of the schemes, it is considered that this course of action might be appropriate in the case of some schemes but by no means all (for instance schemes aimed at establishing participants as self-employed farmers), and it would appear preferable to leave it open to each country to provide the resources in whatever may be the appropriate manner in each case. This same comment applies to the observation made by the Government of Yugoslavia.

No change has been made to the provisions in Part V.

## VI. International Co-operation

45. As regards special schemes under which young persons from one country participate in activities directed to the development of another country, the competent authorities and bodies concerned should apply the relevant provisions of this Recommendation as fully as possible in respect of matters within their jurisdiction and should co-operate with each other with a view both to ensuring the application of such provisions to matters requiring joint action and to resolving any difficulties which may arise in connection with such application.

*Observation on Paragraph 45.*

*Yugoslavia.* The Government proposes that this Paragraph be worded as follows:

" In the application of special youth employment and training schemes, international co-operation should be developed with a view to exchange of experiences and transmittal of knowledge gained in methods of planning, selection, education and vocational training of the participants and in improving their conditions.

" Within the framework of such co-operation, taking into account, in particular, the needs of the developing countries, there are possibilities of undertaking—

"*(a)* the engagement of foreign experts with the help of the international agencies;

"*(b)* the implementation, by those countries interested, of common schemes and pooling of means for their realisation, or the creation of opportunities for the nationals of other countries to benefit from national schemes of a country under equally favourable conditions;

"*(c)* the organisation of international exchanges of qualified personnel, as well as courses of study and practical research on measures to be applied;

"*(d)* the grant by international bodies of means of financing special schemes in the developing countries."

The experience now acquired in the field of technical co-operation and in vocational training and employment shows that it would be advisable in this Recommendation to indicate different possible methods and forms of co-operation which could contribute to the efficacy of special schemes. The Government considers that it is important, in this regard, for the countries concerned to associate their efforts, but that it is indispensable that they be aided by international bodies.

*Office Commentary.*

The intention of this Paragraph was not to promote association of the efforts of interested countries, but merely to recommend that, where such association exists, the relevant provisions of the Recommendation should be applied as fully as possible. The proposal of the Government of Yugoslavia introduces a new idea, but there is doubt whether this would have its place in a Recommendation; moreover, the possibilities listed are features common to almost all forms of technical co-operation and not specific to the subject of special youth schemes.

Paragraph 45 has therefore been retained without change.

PROPOSED TEXT

## PROPOSED TEXT

*(English Version)*

The following is the English version of the proposed Recommendation concerning special youth employment and training schemes for development purposes which is submitted as a basis for the second discussion of the subject at the 54th Session of the Conference.

### Proposed Recommendation concerning Special Youth Employment and Training Schemes for Development Purposes

The General Conference of the International Labour Organisation,

Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its Fifty-fourth Session on 3 June 1970, and

Recalling the provisions of existing international labour Conventions and Recommendations on the training and employment of young persons, in particular the Unemployment (Young Persons) Recommendation, 1935, the Vocational Training Recommendation, 1962, and the Employment Policy Convention and Recommendation, 1964, and

Considering that special youth employment schemes and training schemes designed to give young persons the necessary skills to enable them to adapt to the pace of a changing society constitute an approach to youth employment and unemployment problems, supplementary to those of existing instruments, and

Noting that the problems which this approach is intended to meet have only come into prominence on a wide scale in recent years, and

## PROPOSED TEXT

*(French Version)*

The following is the French version of the Recommendation concerning special youth employment and training schemes for development purposes which is submitted as a basis for the second discussion of the subject at the 54th Session of the Conference.

### Projet de recommandation concernant les programmes spéciaux d'emploi et de formation de la jeunesse en vue du développement

La Conférence générale de l'Organisation internationale du Travail,

Convoquée à Genève par le Conseil d'administration du Bureau international du Travail, et s'y étant réunie le 3 juin 1970, en sa cinquante-quatrième session;

Rappelant les dispositions de conventions et recommandations internationales du travail existantes, relatives à la formation et à l'emploi des jeunes gens, en particulier celles de la recommandation sur le chômage (jeunes gens), 1935, et de la recommandation sur la formation professionnelle, 1962, ainsi que de la convention et de la recommandation sur la politique de l'emploi, 1964;

Considérant que les programmes spéciaux d'emploi de la jeunesse et les programmes de formation qui ont pour objectif de donner aux jeunes les qualifications nécessaires pour leur permettre de s'adapter au rythme d'une société qui se transforme constituent un moyen de s'attaquer aux problèmes de l'emploi et du chômage des jeunes qui s'ajoute aux moyens envisagés dans les instruments existants;

Notant que les problèmes que l'on entend résoudre par ce moyen ne se sont manifestés avec ampleur que ces dernières années;

Considering that it is important to adopt an instrument setting out the objectives, methods and safeguards of such schemes, in such manner that they would be regarded as fully consistent with earlier international labour standards, particularly those of the Forced Labour Convention, 1930, and the Abolition of Forced Labour Convention, 1957, and

Having decided upon the adoption of certain proposals with regard to special youth employment and training schemes for development purposes, which is the sixth item on the agenda of the session, and

Having determined that these proposals shall take the form of a Recommendation,

adopts this day of June of the year one thousand nine hundred and seventy the following Recommendation, which may be cited as the Special Youth Schemes Recommendation, 1970:

## I. Nature of Special Schemes

1. (1) This Recommendation applies to special schemes designed to enable young persons to take part in activities directed to the economic and social development of their country and to acquire education, skills and experience facilitating their subsequent economic activity on a lasting basis and promoting their participation in society.

(2) These schemes are hereinafter referred to as " special schemes ".

2. The following may be regarded as special schemes for the purpose of this Recommendation:

*(a)* schemes which meet needs for youth employment and training not yet met by existing national educational or vocational training programmes or by normal opportunities on the employment market;

*(b)* schemes which enable young persons who have educational or technical qualifications which are needed by the community for development, particularly in the economic, social, educational or health fields, to use their qualifications in the service of the community.

Considérant qu'il importe d'adopter un instrument pour déterminer les objectifs, les méthodes et les garanties des programmes dont il s'agit, de telle sorte qu'ils soient considérés comme pleinement compatibles avec d'autres normes internationales du travail adoptées antérieurement, notamment celles de la convention sur le travail forcé, 1930, et de la convention sur l'abolition du travail forcé, 1957;

Après avoir décidé d'adopter diverses propositions relatives aux programmes spéciaux d'emploi et de formation de la jeunesse en vue du développement, question qui constitue le sixième point à l'ordre du jour de la session;

Après avoir décidé que ces propositions prendraient la forme d'une recommandation,

adopte, ce jour de juin mil neuf cent soixante-dix, la recommandation ci-après, qui sera dénommée Recommandation sur les programmes spéciaux pour la jeunesse, 1970.

## I. Nature des programmes spéciaux

1. (1) La présente recommandation s'applique aux programmes spéciaux qui ont pour objet de permettre aux jeunes gens de prendre part à des activités tendant au développement économique et social de leur pays et d'acquérir une instruction, des qualifications et une expérience propres à leur faciliter ultérieurement et d'une manière durable l'exercice d'une activité économique et à favoriser leur intégration dans la société.

(2) Ces programmes sont désignés ci-après par l'expression « programmes spéciaux ».

2. Peuvent être considérés comme programmes spéciaux, aux fins de la présente recommandation, ceux qui:

*a)* répondent à des besoins, en matière d'emploi et de formation des jeunes, qui ne sont pas encore satisfaits par les programmes nationaux d'enseignement ou de formation professionnelle existants ou par les débouchés normaux du marché de l'emploi;

*b)* permettent à des jeunes gens ayant une instruction ou des qualifications techniques dont la communauté a besoin aux fins du développement, notamment dans les domaines économiques, sociaux, de l'enseignement ou de la santé, d'utiliser ces qualifications au service de la communauté.

## II. General Principles

3. (1) Special schemes should be developed within the framework of national development plans where these exist and should, in particular, be fully integrated with human resources plans and programmes directed towards the achievement of full and productive employment as well as with regular programmes for the education and training of young people.

(2) Special schemes should have an interim character to meet current and pressing economic and social needs. They should not duplicate or prejudice the development of regular educational or vocational training programmes nor be regarded as an alternative to other measures of economic policy. They should not be used for the benefit of private persons or undertakings.

4. Special schemes should be administered without discrimination on the basis of race, colour, sex, religion, political opinion, national extraction or social origin, and should be used for the active promotion of equality of opportunity and treatment.

5. The purposes and objectives of each special scheme and the categories of participants should be clearly defined by the competent authority and should be subject to periodic review in the light of experience.

6. (1) Participation in special schemes should be voluntary: Provided that, subject to full regard being had to the terms of existing international labour Conventions on forced labour and employment policy, exceptional methods of recruitment may be permitted.

(2) Schemes in respect of which exceptional methods may be so permitted may include—

*(a)* schemes of education and training involving obligatory enrolment of unemployed young people within a definite period after the age-limit of regular school attendance;

*(b)* schemes for young people who have previously accepted an obligation to serve as a condition of being enabled to acquire educational or technical qualifications of special value to the community for development.

## II. Principes généraux

3. (1) Les programmes spéciaux devraient être organisés dans le cadre des plans nationaux de développement, là où il en existe, et devraient en particulier être pleinement coordonnés avec les plans de mise en valeur des ressources humaines et les programmes tendant au plein emploi productif, ainsi qu'avec les programmes réguliers d'instruction et de formation de la jeunesse.

(2) Les programmes spéciaux devraient avoir un caractère intérimaire pour faire face à des besoins actuels et pressants de caractère économique et social. Ils ne devraient pas faire double emploi avec le développement des programmes réguliers d'éducation ou de formation professionnelle, ni leur porter préjudice, et ne devraient pas être considérés comme pouvant remplacer d'autres mesures de politique économique. Ils ne devraient pas être utilisés pour procurer des avantages à des particuliers ou à des entreprises privées.

4. Les programmes spéciaux devraient être mis en œuvre sans aucune discrimination fondée sur la race, la couleur, le sexe, la religion, l'opinion politique, l'ascendance nationale ou l'origine sociale, et être utilisés en vue de promouvoir l'égalité de chances et de traitement.

5. Les objectifs et les buts de chaque programme spécial et les catégories de participants devraient être clairement définis par l'autorité compétente et faire l'objet d'une révision périodique à la lumière de l'expérience.

6. (1) La participation aux programmes spéciaux devrait être volontaire; toutefois, à condition qu'il soit pleinement tenu compte des dispositions des conventions internationales du travail existantes relatives au travail forcé et à la politique de l'emploi, des méthodes exceptionnelles de recrutement pourront être autorisées.

(2) Les programmes pouvant faire l'objet de telles méthodes exceptionnelles pourront comprendre:

*a)* des programmes d'instruction et de formation impliquant le recrutement obligatoire de jeunes chômeurs, au cours d'une période déterminée au-delà de l'âge normal de fin de scolarité;

*b)* des programmes destinés aux jeunes gens ayant accepté l'obligation de servir, comme condition préalable à l'acquisition d'une instruction ou de qualifications techniques représentant un intérêt particulier pour la communauté en vue du développement.

7. The conditions of service of participants in special schemes should be clearly defined by the competent authority and should be in general harmony with the legal provisions applicable to young persons in regular training or in normal employment.

8. There should be formal procedures for appeal by participants against decisions concerning their admission or their conditions of service, as well as informal grievance procedures to deal with minor complaints.

## III. Schemes Which Meet Needs for Youth Employment and Training Not Yet Met by Existing National Educational or Vocational Training Programmes or by Normal Opportunities on the Employment Market

### A. *Purposes*

9. As appropriate to national needs and circumstances, special schemes to which this Part of this Recommendation applies should serve one or more of the following specific purposes:

*(a)* to give young persons who are educationally or otherwise disadvantaged such education, skills and work habits as are necessary for useful and remunerative economic activity and for integration into society;

*(b)* to stimulate the interest of young persons in national economic and social development, including agricultural and rural development;

*(c)* to provide useful occupation related to economic and social development for young persons who would otherwise be unemployed.

10. The essential elements of every special scheme should include the safeguarding of human dignity, the development of the personality and of a sense of individual and social responsibility and the improvement of the educational and vocational qualifications and the work experience of participants.

### B. *Participation*

11. In selecting young persons to participate in special schemes, selection methods should be employed which ensure that the following are taken into account:

7. Les conditions de service des participants aux programmes spéciaux devraient être clairement définies par l'autorité compétente et être en harmonie avec les dispositions juridiques applicables aux jeunes gens qui reçoivent une formation régulière ou travaillent dans les conditions habituelles.

8. Il devrait exister des procédures formelles permettant aux participants de recourir contre des décisions concernant leur admission ou leurs conditions de service ainsi que des procédures simplifiées pour l'examen de réclamations mineures.

## III. Programmes qui répondent a des besoins, en matière d'emploi et de formation des jeunes, qui ne sont pas encore satisfaits par les programmes nationaux d'enseignement ou de formation professionnelle existants ou par les débouchés normaux du marché de l'emploi

### *A. Objectifs*

9. Selon les nécessités et les circonstances nationales, les programmes spéciaux auxquels s'applique cette partie de la recommandation devraient viser un ou plusieurs des objectifs spécifiques suivants:

*a)* donner à des jeunes gens qui sont désavantagés sur le plan de l'instruction ou à d'autres égards l'instruction, les qualifications et les habitudes de travail dont ils ont besoin pour exercer une activité économique utile et rémunératrice et pour s'intégrer dans la société;

*b)* stimuler l'intérêt des jeunes gens à l'égard du développement économique et social national, y compris le développement agricole et rural;

*c)* procurer une occupation utile en rapport avec le développement économique et social à des jeunes gens qui demeureraient autrement sans emploi.

10. Parmi les éléments essentiels de chaque programme spécial devraient figurer la sauvegarde de la dignité humaine, l'épanouissement de la personnalité et le développement du sens de la responsabilité individuelle et sociale, ainsi que l'amélioration de l'instruction et l'accroissement des qualifications et de l'expérience professionnelles des participants.

### *B. Participation*

11. Les méthodes de sélection à utiliser en ce qui concerne les jeunes qui participent aux programmes devraient tenir compte:

*(a)* age, and education, training and work experience if any, in relation, according to the nature of the scheme, to the aim of extending the opportunities of disadvantaged young persons, to ability to benefit from the scheme and to ability to contribute to the scheme;

*(b)* mental and physical aptitude for the tasks to be performed, both as a participant and subsequently;

*(c)* the extent to which the experience to be acquired in the scheme is likely to enhance the further opportunities of the young persons concerned and their potential usefulness in social and economic development.

12. Age-limits for participation which are appropriate to the training offered and the work to be performed in different kinds of special schemes should be specified by the competent authority, taking account of international labour standards regarding minimum age for admission to employment.

13. Special schemes should allow as large a number of young persons as possible to transfer to normal economic activity or to regular educational or vocational training programmes and the period of participation should accordingly be limited.

14. In all special schemes appropriate action should be taken to ensure that before admission each participant fully understands all the conditions of service, including rules of conduct that may exist, the work content of the scheme, the required training and entitlements during the period and at the time of termination of service.

### C. *Content of Special Schemes*

15. The content of special schemes should be adapted to and may vary, even within one scheme, according to the age, sex, educational and training level and capacities of the participants.

16. All special schemes should include a brief initial period for—

*(a)* instruction in matters of importance to all participants, such as, in particular, general safety and health rules and the detailed regulations governing activities under the scheme;

*a)* de l'âge ainsi que de l'instruction, de la formation et de l'expérience professionnelles éventuelles des intéressés, eu égard — selon la nature du programme — à la nécessité d'accroître les possibilités des jeunes gens désavantagés, à la capacité des intéressés de tirer profit de leur participation au programme et à leur aptitude à contribuer à la réalisation de celui-ci;

*b)* de leur aptitude mentale et physique à exécuter les tâches qui leur seront confiées aussi bien au cours de leur participation qu'ultérieurement;

*c)* de la mesure dans laquelle l'expérience qu'ils peuvent acquérir dans le cadre du programme est de nature à leur ouvrir de nouveaux débouchés et à les rendre à même de contribuer au développement social et économique.

12. L'autorité compétente devrait fixer des limites d'âge pour la participation, établies en fonction de la formation offerte et des tâches à accomplir dans le cadre de différents types de programmes spéciaux. De telles limites d'âge devraient tenir compte des normes internationales du travail relatives à l'âge minimum d'admission à l'emploi.

13. Les programmes spéciaux devraient permettre au plus grand nombre possible de jeunes gens de passer à une activité économique normale ou d'accéder aux programmes réguliers d'enseignement ou de formation professionnelle, et la période de participation devrait être limitée en conséquence.

14. Dans chaque programme spécial, des dispositions appropriées devraient être prises pour faire en sorte qu'avant son admission chaque participant comprenne parfaitement toutes les conditions de service (y compris les règles de conduite qui peuvent exister), les travaux à entreprendre dans le cadre du programme, la formation requise et les droits dont il jouira au cours et à l'issue de sa période de service.

### *C. Contenu des programmes spéciaux*

15. Le contenu des programmes spéciaux devrait être adapté et pouvoir varier, fût-ce dans le cadre d'un même programme, en fonction de l'âge, du sexe, du niveau d'instruction et de formation et des aptitudes des participants.

16. Tous les programmes devraient comprendre une brève période initiale de mise au courant en vue:

*a)* de dispenser un enseignement portant sur des questions d'intérêt général pour tous les participants, telles que, notamment, les règles générales de sécurité et d'hygiène et les règlements détaillés régissant les activités exercées dans le cadre du programme;

*(b)* accustoming participants to the conditions of life and work under the scheme and stimulating their interests;

*(c)* ascertaining the participants' aptitudes with a view to placing them in the type of activity best corresponding to these aptitudes.

17. Participants in special schemes should be provided, as necessary, with a complement of general education and civic education related to their needs and to the social and economic needs and aspirations of the country and should be informed of the characteristics of representation and negotiation through trade unions established on a voluntary basis.

18. Special schemes designed, in whole or in part, to provide young persons who have limited opportunities with the skills necessary for useful economic activity should—

*(a)* concentrate on preparing participants for occupations in which they are likely to find opportunities for useful work, while giving fullest possible consideration to their occupational preferences;

*(b)* provide participants with a sound basis of practical skills and related theoretical knowledge;

*(c)* take account of the potential role of participants as a stimulating influence on others, and give them the qualifications necessary for such a role;

*(d)* facilitate and, as far as possible, ensure—

(i) transition to regular educational or vocational training programmes or to other special schemes for further education or training, particularly of those showing special abilities;

(ii) transition to normal economic activity, in particular by measures designed to ensure the acceptability of the qualifications of participants in subsequent economic activity.

19. Special schemes designed, in whole or in part, to involve young persons in economic or social development projects should—

*(a)* include training, at least to the extent of providing full training as required for the work to be undertaken, and training in relevant health and safety measures;

*(b)* aim at developing good work practices;

*b)* d'habituer les participants aux conditions de vie et de travail dans le cadre du programme et de stimuler leur intérêt;

*c)* d'évaluer les aptitudes des participants aux fins de leur affectation au type d'activité correspondant le mieux à ces aptitudes.

17. Les participants aux programmes spéciaux devraient, dans la mesure nécessaire, recevoir un complément d'instruction générale et d'instruction civique, en rapport avec leurs besoins et avec les aspirations et les besoins économiques et sociaux du pays, et devraient être informés des caractéristiques de la représentation et de la négociation par l'intermédiaire de syndicats librement constitués.

18. Les programmes spéciaux ayant uniquement ou partiellement pour objet de donner à des jeunes gens auxquels ne s'offrent que des possibilités limitées les qualifications nécessaires à l'exercice d'une activité économique utile devraient:

*a)* viser surtout à préparer les participants à des professions où ils auront des chances de trouver des possibilités de travail utile, tout en tenant compte, dans toute la mesure possible, de leurs préférences;

*b)* donner aux participants une bonne formation pratique de base ainsi que les connaissances théoriques correspondantes;

*c)* tenir compte du rôle que les participants pourront éventuellement jouer en exerçant une influence stimulante sur d'autres personnes et les préparer à assumer un tel rôle;

*d)* faciliter et, dans la mesure du possible, assurer:

i) le passage des participants aux programmes réguliers d'enseignement ou de formation professionnelle ou à d'autres programmes spéciaux d'enseignement ou de formation complémentaires, en particulier pour ceux qui font preuve de capacités spéciales;

ii) leur passage à une activité économique normale, grâce notamment à des mesures visant à faire en sorte que leurs qualifications soient reconnues dans leur activité économique ultérieure.

19. Les programmes spéciaux ayant uniquement ou partiellement pour objet de faire participer des jeunes gens à l'exécution de projets de développement économique et social devraient:

*a)* dispenser une formation qui permette au moins de donner aux participants toutes les qualifications requises pour l'exécution du travail à entreprendre, ainsi qu'une formation portant sur les mesures d'hygiène et de sécurité applicables;

*b)* viser à développer de bonnes habitudes de travail;

*(c)* employ participants, where possible, in fields for which they show aptitude and have some qualification.

20. Criteria for selecting work projects for the special schemes referred to in Paragraph 19 should include the following:

*(a)* potential contribution to expansion of economic activity in the country or region and, in particular, to expansion of subsequent opportunities for the participants;

*(b)* training value, with particular reference to occupations in which participants are subsequently likely to find opportunities for useful work;

*(c)* value as an investment in economic and social development and economic viability, including costs in relation to results;

*(d)* need for special means of action, implying in particular that the work of participants will not be in unfair competition with that of workers in normal employment.

### D. *Conditions of Service*

21. The conditions of service should comply at least with the following standards:

*(a)* the duration of service should not normally exceed two years;

*(b)* certain grounds, such as medical reasons, or family or personal difficulties, should be recognised as justifying the release of participants before the expiry of the normal period of service;

*(c)* the hours spent in a day and in a week on productive work and training should be so limited as to allow sufficient time for education and for rest as well as leisure activities;

*(d)* in addition to adequate accommodation, food and clothing as may be appropriate to the nature of the special scheme, participants should receive a payment in cash and be offered the opportunity and incentive to accumulate some savings;

*(e)* in special schemes with a duration of service of one year or more, participants should be granted an annual holiday, where possible with free travel to and from their homes;

*c)* employer autant que possible les participants à des activités pour lesquelles ils montrent des aptitudes et possèdent quelques qualifications.

20. Les critères à appliquer pour le choix des travaux à exécuter dans le cadre des programmes spéciaux visés au paragraphe précédent devraient être notamment les suivants:

*a)* contribution que ces travaux pourraient apporter en vue de développer l'activité économique du pays ou de la région et, notamment, en vue d'ouvrir de nouveaux débouchés aux participants;

*b)* valeur de formation, notamment au regard des professions où les participants auront des chances de trouver par la suite des possibilités de travail utile;

*c)* valeur d'investissement pour le développement économique et social et viabilité économique des projets, compte tenu notamment du coût par rapport aux résultats;

*d)* nécessité d'avoir recours à des moyens d'action spéciaux, impliquant en particulier que le travail des participants ne fera pas une concurrence déloyale à celui de la main-d'œuvre travaillant dans les conditions habituelles.

### *D. Conditions de service*

21. Les conditions de service devraient répondre au moins aux normes suivantes:

*a)* la durée du service ne devrait normalement pas dépasser deux ans;

*b)* il devrait être admis que certains motifs, par exemple des raisons médicales ou des difficultés familiales ou personnelles, justifient le départ du participant avant l'expiration de la période normale de service;

*c)* les heures consacrées chaque jour et chaque semaine aux travaux et à la formation devraient être limitées de manière à ménager assez de temps pour l'instruction générale et le repos ainsi que pour les loisirs des participants;

*d)* en sus d'un logement, d'une nourriture et de vêtements adéquats, appropriés à la nature du programme spécial, les participants devraient recevoir une rémunération en espèces; ils devraient avoir la possibilité d'épargner et être encouragés à le faire;

*e)* dans les programmes spéciaux où la durée du service est d'un an ou plus, un congé annuel devrait être accordé aux participants et ceux-ci devraient, autant que possible, pouvoir voyager gratuitement à l'aller et au retour lorsqu'ils se rendent dans leurs foyers;

*(f)* as far as possible, participants should be covered by social security provisions applicable to persons working under normal contracts; in any event there should be arrangements for free medical care of participants and for compensation in respect of incapacity or death resulting from injury or illness contracted in the special scheme.

### E. *Selection and Training of Staff*

22. All special schemes should include arrangements which ensure adequate supervision of participants by trained staff having access to technical and pedagogical guidance.

23. (1) In the selection of staff, emphasis should be placed not only on satisfactory qualifications for and experience in the work to be performed but also on understanding of young persons, on qualities of leadership and on adaptability.

(2) All sources of possible recruitment of staff should be explored, including the possibility of encouraging participants in a special scheme who have shown qualities of leadership to prepare themselves for staff positions.

24. Training of supervisory and other technical staff should include, in addition to such instruction in vocational specialities as may be necessary, at least the following:

*(a)* training in instruction techniques, with particular emphasis on those used in training young persons;

*(b)* basic instruction in human relations, with special reference to motivation and work attitudes;

*(c)* training in work organisation, including the assignment of duties according to the abilities and training level of participants.

25. Training of administrative staff should include, in addition to such instruction in vocational specialities as may be necessary, at least the following:

*(a)* understanding of the objectives of the special scheme and knowledge of applicable labour and youth protection legislation, and of specific rules and regulations governing the scheme;

*f)* dans la mesure du possible, les participants devraient être au bénéfice des dispositions de sécurité sociale applicables à la main-d'œuvre travaillant dans les conditions habituelles; dans tous les cas, des dispositions devraient être prises pour assurer aux participants des soins médicaux gratuits et pour le versement d'une indemnisation en cas d'invalidité ou de décès résultant d'un accident survenu dans le cadre du programme spécial, ou d'une maladie qui y aurait été contractée.

### *E. Sélection et formation du personnel*

22. Chaque programme spécial devrait être organisé de telle sorte que les participants soient convenablement encadrés par un personnel qualifié pouvant avoir recours à l'avis de conseillers techniques ou pédagogiques.

23. (1) Lors de la sélection des membres du personnel, il conviendrait d'accorder une importance particulière non seulement à leurs qualifications et à leur expérience pour l'exécution du travail à accomplir, mais aussi à leur compréhension de la jeunesse, à leur aptitude à diriger et à leur faculté d'adaptation.

(2) Pour la composition du personnel, il y aurait lieu d'explorer toutes les sources de recrutement éventuel, y compris la possibilité d'encourager les participants à un programme qui ont fait preuve de qualités de chef à se préparer à faire partie eux-mêmes de ce personnel.

24. La formation du personnel d'encadrement et du personnel technique devrait comprendre, en plus de l'enseignement professionnel spécialisé nécessaire, au moins:

*a)* un enseignement pédagogique faisant une place particulière à la formation des jeunes gens;

*b)* un enseignement de base dans le domaine des relations humaines, notamment en ce qui concerne la motivation et les attitudes à l'égard du travail;

*c)* une formation portant sur l'organisation du travail, y compris l'affectation des participants aux différentes tâches en fonction de leurs aptitudes et de leur niveau de formation.

25. La formation du personnel administratif devrait comprendre, en plus de l'enseignement professionnel spécialisé nécessaire, au moins:

*a)* un enseignement permettant aux intéressés de comprendre les objectifs du programme spécial et de connaître la législation applicable en matière de travail et de protection de la jeunesse, ainsi que la réglementation particulière régissant le programme;

*(b)* sufficient instruction in the technical aspects of the work of the scheme;

*(c)* such instruction in human relations as will facilitate good relations with supervisory and other technical staff and with participants.

### F. *Assistance to Participants for Their Occupational Future*

26. During service in a special scheme, participants should be given information and guidance to assist them in making decisions regarding their occupational future.

27. Participants showing special aptitudes should be helped in all appropriate ways to continue their education and training outside the special scheme on completion of service.

28. Early integration in normal economic activity of participants after service should be sought by the employment services and all other appropriate bodies.

29. The release of participants from special schemes should as far as possible be related, in time and in number, to the capacity of the economy to absorb new entrants into gainful activity.

30. Assistance, wherever possible through existing institutions, to former participants who establish themselves on their own account, or as members of a group, might include—

*(a)* promotion of access to credit, marketing and saving facilities;

*(b)* continuing contact to provide encouragement and necessary technical managerial advice;

*(c)* in the case of co-operatives, financial and administrative aid as provided for in the Co-operatives (Developing Countries) Recommendation, 1966.

31. To the extent that resources permit, participants should receive on satisfactory completion of service a payment in cash or a payment in kind, such as a tool-kit, designed to assist their establishment in normal economic activity.

*b)* un enseignement leur permettant d'avoir une connaissance suffisante des aspects techniques du programme;

*c)* un enseignement dans le domaine des relations humaines de nature à faciliter l'établissement de bonnes relations avec le personnel d'encadrement, le personnel technique et les participants.

### *F. Assistance aux participants en vue de l'exercice ultérieur d'une activité professionnelle*

26. Pendant leur service dans un programme spécial, les participants devraient recevoir des informations et des conseils qui les aident à prendre des décisions au sujet de leur avenir professionnel.

27. Les participants qui font preuve d'aptitudes particulières devraient être aidés, par tous moyens appropriés, à poursuivre, au terme de leur période de service, leur instruction et leur formation en dehors du programme.

28. Les services de l'emploi et tous autres organismes appropriés devraient chercher à assurer une prompte intégration des participants dans une activité économique normale après la période de service.

29. Dans la mesure du possible, la sortie du service des participants devrait être échelonnée en fonction de la capacité de l'économie d'absorber les personnes qui accèdent nouvellement à l'exercice d'une activité lucrative.

30. L'assistance fournie — autant que possible, par l'intermédiaire des institutions existantes — aux anciens participants qui s'établissent à leur compte ou qui deviennent membres d'une collectivité pourrait comprendre:

*a)* des mesures visant à faciliter l'accès des intéressés aux services de crédit, de commercialisation et d'épargne;

*b)* le maintien de contacts pour leur donner des encouragements et les conseils techniques nécessaires en matière de gestion;

*c)* dans le cas des coopératives, l'aide financière et administrative qui est prévue dans la recommandation sur les coopératives (pays en voie de développement), 1966.

31. Dans la mesure où les ressources disponibles le permettent, les participants ayant accompli leur période de service d'une manière satisfaisante devraient recevoir une prime en espèces ou en nature, par exemple un outillage, qui les aide à entreprendre une activité économique normale.

## IV. Schemes Which Enable Young Persons Who Have Educational or Technical Qualifications Which Are Needed by the Community for Development to Use Their Qualifications in the Service of the Community

32. Special schemes to which this Part of this Recommendation applies should stimulate the interest of young persons in the economic and social development of their country and develop a sense of responsibility to the community.

33. Participants should be employed in fields for which they are specially qualified or in closely related fields.

34. As necessary, the qualifications of participants should be supplemented with training in skills and methods needed for the tasks to be performed.

35. Arrangements should be made under which qualified guidance and advice on problems encountered in their assignment are readily available to participants.

36. The conditions of service should comply at least with the following standards:

*(a)* the duration of service should not normally exceed two years;

*(b)* certain grounds, such as medical reasons, or family or personal difficulties, should be recognised as justifying the release of participants before the expiry of the normal period of service;

*(c)* in addition to adequate board and lodging as may be appropriate to the nature of the special scheme, participants should receive an appropriate remuneration;

*(d)* in special schemes with a duration of service of one year or more, participants should be granted an annual holiday, where possible with free travel to and from their homes;

*(e)* as far as possible, participants should be covered by social security provisions applicable to persons working under normal contracts; in any event there should be arrangements for free medical care of participants and for compensation in respect of incapacity or death resulting from injury or illness contracted in the special scheme.

## IV. Programmes qui permettent a des jeunes gens ayant une instruction ou des qualifications techniques dont la communauté a besoin aux fins du développement d'utiliser ces qualifications au service de la communauté

32. Les programmes spéciaux auxquels s'applique cette partie de la recommandation devraient stimuler l'intérêt des jeunes gens à l'égard du développement économique et social national et développer le sens de la responsabilité vis-à-vis de la communauté.

33. Les participants devraient être employés à des activités pour lesquelles ils sont particulièrement qualifiés ou à des activités étroitement connexes.

34. Au besoin, les qualifications des participants devraient être complétées par une formation destinée à leur donner les connaissances techniques et à leur enseigner les méthodes de travail nécessaires à l'accomplissement de leurs tâches.

35. Des dispositions devraient être prises pour que les participants puissent obtenir facilement des conseils et des avis qualifiés sur les problèmes qu'ils rencontreraient dans l'exécution de leurs tâches.

36. Les conditions de service devraient répondre au moins aux normes suivantes:

*a)* la durée du service ne devrait normalement pas dépasser deux ans;

*b)* il devrait être admis que certains motifs, par exemple des raisons médicales ou des difficultés familiales ou personnelles, justifient le départ du participant avant l'expiration de la période normale de service;

*c)* en sus d'un logement et d'une nourriture adéquats, appropriés à la nature du programme spécial, les participants devraient recevoir une rémunération convenable en espèces;

*d)* dans les programmes spéciaux où la durée du service est d'un an ou plus, un congé annuel devrait être accordé aux participants et ceux-ci devraient, autant que possible, pouvoir voyager gratuitement à l'aller et au retour lorsqu'ils se rendent dans leurs foyers;

*e)* dans la mesure du possible, les participants devraient être au bénéfice des dispositions de sécurité sociale applicables à la main-d'œuvre travaillant dans les conditions habituelles; dans tous les cas, des dispositions devraient être prises pour assurer aux participants des soins médicaux gratuits et pour le versement d'une indemnisation en cas d'invalidité ou de décès résultant d'un accident survenu dans le cadre du programme spécial, ou d'une maladie qui y aurait été contractée.

37. Measures should be taken to facilitate the absorption of participants, after termination of service, into normal employment in their profession or occupation.

## V. Administrative Arrangements

38. A single authoritative body at the national level should be established by the competent authority of the member State concerned; this body should have the responsibility for ensuring the direction and co-ordination of all special schemes.

39. This body should as far as possible include, in addition to government members, representatives of workers', employers' and youth organisations so as to ensure their active participation in the planning, operation, co-ordination, inspection and evaluation of the special schemes.

40. In the performance of its task this body should, as necessary, consult voluntary agencies and authorities responsible for such relevant fields as labour, education, economic affairs, agriculture, industry and social affairs.

41. The active participation of local authorities should be sought in relation to the choice and implementation of projects within the framework of special schemes.

42. When establishing special schemes, sufficient financial and material resources and the necessary competent staff should be provided to ensure their full implementation. In this connection particular attention should be given to ways in which the schemes could generate their own sources of income.

43. Provision should be made for the systematic inspection and auditing of special schemes.

44. Organisation at the local level should be such as to train and encourage the participants gradually to take a share in the administration of their scheme.

37. Des mesures devraient être prises pour faciliter le passage des participants, au terme de leur période de service, à une activité économique normale dans le cadre de leur profession.

## V. Dispositions administratives

38. Un organisme unique assumant la direction et la coordination de tous les programmes spéciaux devrait être créé à l'échelon national par l'autorité compétente de l'Etat Membre intéressé.

39. Cet organisme devrait, autant que possible, comprendre, aux côtés de membres nommés par le gouvernement, des représentants des organisations de travailleurs et d'employeurs et des organisations de jeunesse afin d'assurer leur participation active à la planification, l'application, la coordination, l'inspection et l'évaluation des programmes spéciaux.

40. Dans l'exercice de ses responsabilités, l'organisme devrait consulter, selon les besoins, les organisations bénévoles et les autorités compétentes notamment en matière de travail, d'enseignement, d'affaires économiques, d'agriculture, d'industrie et d'affaires sociales.

41. La participation active des autorités locales devrait être recherchée lorsqu'il s'agit de procéder au choix et à l'exécution de projets dans le cadre des programmes spéciaux.

42. Lors de l'établissement des programmes spéciaux, il conviendrait de réunir des ressources financières et matérielles suffisantes ainsi que le personnel compétent nécessaire pour que leur réalisation complète soit garantie. A cet égard, il conviendrait de s'attacher en particulier à déterminer les moyens grâce auxquels les programmes pourraient créer eux-mêmes leurs propres sources de revenu.

43. Des dispositions devraient être prises pour que les programmes spéciaux fassent régulièrement l'objet d'inspections et de vérifications des comptes.

44. L'organisation à l'échelon local devrait être de nature à préparer et à encourager les participants à prendre part progressivement à l'administration de leur propre programme.

## VI. International Co-operation

45. As regards special schemes under which young persons from one country participate in activities directed to the development of another country, the competent authorities and bodies concerned should apply the relevant provisions of this Recommendation as fully as possible in respect of matters within their jurisdiction and should co-operate with each other with a view both to ensuring the application of such provisions to matters requiring joint action and to resolving any difficulties which may arise in connection with such application.

## VI. Coopération internationale

45. En ce qui concerne les programmes spéciaux grâce auxquels les jeunes gens d'un pays participent à des activités tendant au développement d'un autre pays, les autorités compétentes et les organismes intéressés devraient appliquer les dispositions pertinentes de la présente recommandation, aussi complètement que possible, dans les domaines qui sont de leur ressort, et collaborer entre eux pour l'application des dispositions appelant une action conjointe ainsi que pour la solution des difficultés qui pourraient surgir au sujet de cette application.